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UNITED NATIONS OPERATION IN MOZAMBIQUE: REPORT OF THE SECRETARY-GENERAL

INTRODUCTION

1. On 4 October 1992 in Rome, Mr. Joaquim Alberto Chissano, President of the Republic of Mozambique, and Mr. Afonso Macacho Marceta Dhlakama, President of the Resistência Nacional Moçambicana (RENAMO), signed a General Peace Agreement (hereinafter referred to as "the Agreement") establishing the principles and modalities for the achievement of peace in Mozambique. On the same day, President Chissano formally communicated the text of the Agreement to me under cover of a letter in which he requested me to take appropriate action to ensure the participation of the United Nations in monitoring implementation of the Agreement, in providing technical assistance for the general elections and in monitoring these elections. In the same letter President Chissano also asked me to inform the Security Council of his request that a United Nations team be sent to Mozambique to carry out the above functions until the holding of general elections which would take place one year after the signing of the Agreement. President Chissano's letter and its enclosures have been circulated to the Security Council as document S/24635.

I. PRINCIPAL FEATURES OF THE AGREEMENT

2. The General Peace Agreement consists of the Agreement itself and seven Protocols as follows:

(a) Protocol I: basic principles;

(b) Protocol II: criteria and arrangements for the formation and recognition of political parties;

(c) Protocol III: principles of the Electoral Act;

(d) Protocol IV: military questions;

(e) Protocol V: guarantees;

(f) Protocol VI: the cease-fire;

(g) Protocol VII: donors' conference.

The Agreement further specifies that four other documents form integral parts of it, as follows:

(a) A Joint Communiqué of 10 July 1990;

(b) An Agreement of 1 December 1990;

(c) A Declaration by the Government of Mozambique and RENAMO on guiding principles for humanitarian assistance, signed in Rome on 16 July 1992;

(d) A Joint Declaration, signed in Rome on 7 August 1992.

3. Implementation of the Agreement will begin with the cease-fire which is to come into effect on E-Day, the day on which the Agreement itself will enter into force following publication in the Official Gazette of the legal instruments adopted by the Assembly of the Republic. This is expected to take place not later than 15 October 1992. The cease-fire will be rapidly followed by the separation of the two sides' forces and their concentration in certain designated assembly areas. Immediately thereafter demobilization of these troops who are not to serve in the new Mozambican Defence Force (FADM) will begin and will be completed within six months of E-Day.

4. In parallel with these military arrangements, new political parties will be formed and preparations will be made for the election of a President and a legislative assembly which will take place simultaneously, one year after E-Day.

5. As mentioned in paragraph 2 above, the Declaration by the Government of Mozambique and RENAMO on guiding principles for humanitarian assistance, signed in Rome on 16 July 1992, as well as the Joint Declaration, signed in Rome on 7 August 1992, form an integral part of the Agreement. These commitments will need to be translated into concrete agreements for access to the affected areas and populations. This will need to be done with great urgency and in a manner which will ensure that all the activities of the United Nations in the political, security and humanitarian fields reinforce each other.

6. The implementation of the Agreement will be supervised by a Supervisory and Monitoring Commission (CSC), whose establishment and functions are provided for in part II of Protocol V. Its chairperson will be appointed by the Secretary-General of the United Nations and it will consist of representatives of the Government, RENAMO, the United Nations, the Organization of African Unity (OAU) and certain countries to be agreed between the parties. CSC's role will be:

(a) To guarantee implementation of the provisions of the Agreement;

(b) To guarantee respect for the timetable specified for the cease-fire and the elections;

(c) To provide the authentic interpretation of the Agreement;

(d) To rule on differences which may arise between the parties;

(e) To guide and coordinate the activities of certain subsidiary commissions.

7. The subsidiary commissions of CSC will number three, as follows:

(a) A Joint Commission for the Formation of the Mozambican Defence Force (CCFADM);

(b) A Cease-fire Commission (CCF);

(c) A Commission for the Reintegration of Demobilized Military Personnel (CORE).

II. ROLE PROPOSED FOR THE UNITED NATIONS

8. As indicated in President Chissano's letter of 4 October 1992, and as foreseen in the Joint Declaration of 7 August 1992 (S/24406), the United Nations is requested to undertake a major role in monitoring the Agreement. President Chissano has also conveyed to me his wish that United Nations monitoring mechanisms be established across the country as soon as possible.

9. In essence, the United Nations is asked to undertake certain specific functions in relation to the cease-fire, the elections and humanitarian assistance.

10. As regards the elections, the Organization is requested both to monitor the whole electoral process and to provide technical assistance. This role is referred to in part VI of Protocol III.

11. As regards the cease-fire, the United Nations is asked to provide chairpersons for the two Commissions which will be charged with responsibility for the cease-fire itself (CCF) and for the reintegration of demobilized personnel (CORE). The functions of these two bodies are described in part VI of Protocol IV. CCF's role is similar to that entrusted to the United Nations in other recent cases where the Organization has monitored the implementation of a cease-fire, the separation and concentration of forces, their demobilization, and the collection and storage of weapons. CCF will also verify the existence of other armed groups, including irregulars, and will authorize security arrangements for vital public and private infrastructures. CORE will be responsible for planning, organizing and monitoring the economic and social reintegration of military personnel. All these and various other activities related to the peace process will depend on the resources made

available by the international community on a voluntary basis. It is also to be noted that the viability of the agreed arrangements for the concentration of forces in assembly areas will depend critically on the readiness of the international community to provide the parties from the very beginning, with the necessary provisions, medical care and other logistic support for their troops in the areas of concentration.

12. As regards humanitarian assistance, the Declaration of 16 July 1992 assigns to the United Nations responsibility for chairing a Humanitarian Assistance Committee for the coordination and monitoring of all humanitarian assistance operations.

III. PLAN OF ACTION

13. The Agreement provides for the cease-fire to come into effect on E-Day which, as noted in paragraph 3 above, is expected to be not later than 15 October 1992. President Chissano's letter of 4 October 1992 states that the United Nations is expected to start its function of verifying and monitoring the cease-fire on that day.

14. As will be clear from my letter of 29 September 1992 to the President of the Security Council (at which time I was acting on the assumption that the Agreement would provide for the cease-fire to come formally into effect 30 days after signature), it will not be possible for the United Nations to establish more than a token presence in Mozambique by 15 October 1992. The viability of the cease-fire will therefore, in its early stages, depend critically on the political will and strict compliance of the two parties with the agreed modalities. It is to be noted that the parties have not yet reached agreement on locations for the assembly areas for the separation and concentration of forces which are to be specified in four annexes to Protocol VI, nor the access routes to them. It will also be necessary, as noted above, to ensure that adequate arrangements have been made for the logistic support of the troops in these areas. Adequate resources to ensure the rapid resettlement, reintegration and rehabilitation of the war-affected populations will also be critical to the successful implementation of the Peace Agreement.

15. Subject to the approval of the Security Council, it is my intention to appoint immediately an interim Special Representative who will be in overall charge of the United Nations activities in support of the Agreement, including the general function of monitoring its implementation and the specific tasks related to the military arrangements and the elections, and will also coordinate the humanitarian and other related efforts of the United Nations system in Mozambique during the implementation of the Agreement. As soon as appointed, my Special Representative will proceed to Maputo to assist the parties in setting up the joint machinery which is to be chaired by the United Nations, in finalizing the modalities and conditions for the military arrangements and in carrying out the various other actions which are required of them at the very beginning of the process. The Special Representative will

also, as a matter of priority, take all necessary steps to ensure access for relief workers to all people in need of humanitarian assistance throughout the country.

16. The Special Representative will be supported in these initial tasks by a team of up to 25 military observers and necessary administrative support staff, whom I intend to send to Mozambique in the coming days. This team, whose military personnel will be drawn from existing peace-keeping missions, will establish their presence in Maputo, Beira and Nampula in order to carry out limited verification of the cease-fire arrangements; establish liaison with both parties in these regions and provide them with technical advice on the modalities for implementation of the Agreement; facilitate the build-up of the mission; and carry out reconnaissance and other required activities.

17. My Special Representative will be asked to send the earliest possible report on which I shall base recommendations to the Security Council for the deployment of a United Nations Operation in Mozambique (UNOMO) which, if approved by the Security Council, will, under the overall direction of my Special Representative, carry out the functions envisaged for the United Nations in monitoring and assisting the implementation of the General Peace Agreement.